

# California Fair Political Practices Commission

June 15, 1988

Mr. James R. Schwander Treasurer, People for Legal Justice P.O. Box 3386 Walnut Creek, CA 94598

Dear Mr. Schwander:

My letters to you dated March 11, 1988 (File No. A-88-069) and April 22, 1988 (File No. I-88-119), answered all of the questions you are posing in your letter of May 2, 1988. This letter does not alter the advice provided in the two advice letters mentioned above, but instead, sets out the same answers to those same questions in such a way that hopefully will clarify any confusion you may have concerning the filing obligations of the committee "People for Legal Justice."

The advice I have previously provided to you is based on the statutes contained in the Political Reform Act, "Government Code Sections 81000-91015" and the Commission's regulations which appear at 2 California Code of Regulations Section 18000 et seg. The answers provided in this letter are based on the conclusions and analyses provided in my letters of March 11 and April 22.

#### QUESTIONS

- (1) When is your campaign statement due?
- (2) When is your independent expenditure report due?
- (3) When is your pre-election statement due?
- (4) Are any reports not referenced in your letter of February 6, 1988 due?

#### CONCLUSIONS

(1) In order to determine when your committee's campaign disclosure statement is due, you must first determine the type of committee it will become. People for Legal Justice has filed a Statement of Organization, Form 410, with the Secretary of State's Office. The Statement of Organization, in Part VII, indicates that "any surplus funds will be used to pay off any debts or loans associated with the measure..." During our

telephone conversation of March 2, 1988, you indicated that the organization, People for Legal Justice, had become a recipient committee because the organization had raised more than \$1,000 to help qualify a measure for the ballot. The Act categorizes this type of recipient committee as a "committee primarily formed to support the qualification of a ballot measure." Qualification committees file campaign statements as follows:

If the measure qualifies: The statement must be filed not later than 35 days after the date of notification that the measure has qualified, or 15 days prior to the deadline for submission of the ballot argument in favor of the measure, whichever date is earlier.

If the measure fails to qualify: The statement must be filed not later than 35 days after the deadline for filing petitions, or 35 days after the date of notification that the measure has failed to qualify, whichever date is earlier.

If the committee remains active after the qualification effort (meaning it does not terminate), future filing obligations will depend on the type of committee it then becomes.

(2) The committee will not be required to file independent expenditure reports unless it makes independent expenditures of \$500 or more on behalf of other measure committees or candidates. Supplemental Independent Expenditure
Reports, Form 465, are filed at the same times and with each filing officer with whom the candidate supported or opposed by the independent expenditure, or a committee primarily formed to support or oppose the measure, is required to file campaign statements.

An "independent expenditure" is defined as an expenditure (1) which is NOT made to or at the behest of the candidate or committee and (2) which is made in connection with a communication which expressly advocates the election or defeat of a clearly identified candidate, or the qualification, passage or defeat of a clearly identified measure, or taken as a whole and in context, unambiguously urges a particular result in an election. (Section 82031.) A payment is "made at the behest of" a candidate or committee if it is made under the control or at the direction of, in cooperation, consultation, coordination, or concert with, or at the request or suggestion of the candidate or committee. (FPPC Regulation 18215(b).)

(3) As stated in my letter of April 22, 1988, there is no way of knowing at this time when the committee's pre-election statements will be due. Pre-election statements are filed "in connection with an election." As I have stated above in answer number one, future filing obligations of the committee will depend on the type of committee it becomes after the qualification effort.

All recipient committees are required to file semi-annual statements for each half of the year, whether or not they have received any contributions or made any expenditures during the six-month period covered by the statement. My letter of April 22, 1988, sets out the period covered by semi-annual statements.

In addition, if the measure qualifies for the ballot AND the committee continues to raise and spend money to secure the passage of the initiative, the committee will then be required to file statements as a committee primarily formed to support a state ballot measure.

My letter of April 22nd also points out that in addition to the semi-annual statements mentioned above, during the six-month period when the measure is being voted upon, the committee will be required to file pre-election statements. Again, the date of the election will determine when the pre-election statements are filed.

(4) You should contact the Secretary of State's office to determine if the measure qualified for the ballot. The due date for filing your first campaign disclosure statement will depend on the outcome of the qualification effort.

Previously you have been provided the following materials to assist you with your reporting requirements:

- (1) 1988 Form 420, Recipient Committee Campaign Statement-Long Form.
- (2) 1988 Form 450, Recipient Committee Campaign Statement-Short Form.
- (3) 1988 "Information Manual on Campaign Disclosure Provisions of the Political Reform Act."
- (4) Form 410, Statement of Organization, which should be used to amend the current Form 410.
- (5) Form 465, Supplemental Independent Expenditure Report.

- (6) "Political Reform Act of 1974 as Amended to January 1, 1988."
- (7) FPPC Regulations 18215, 18225, 18329.

Sincerely,

Mary Ann Kvasager
Political Reform Consultant



### PEOPLE FOR LEGAL JUSTICE



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P.O. BOX 3386 • WALNUT CREEK, CALIFORNIA 94598 • (415) 933-PLAN

May 2, 1988

Mrs. Mary Kvasager Political Reform Consultant California Fair Political Practices Commission P.O. Box 807 Sacramento, Ca. 95804

Re: Your Letter of April 22, 1988

Dear Mrs. Kvasager:

Your letter of April 22, 1988 in reply to my letter of March 16, 1988 was received by me on April 25, 1988.

Through a copy of this letter to lawyer Diane M. Griffiths, who I'm certain is directing you, I am informing her (and I'm sure the other lawyers, etc. that are in contact with her respecting People For Legal Justice) that I don't appreciate her (and their) continuing to falsely characterise my questions, instruct me to commit perjury to comply with the way they want the law to be (rather than the way its now written) and then threaten me if I refuse to perjure myself.

Respecting falsely characterising my questions, note the following:

1. You state in your letter of March 11, 1988 that my questions are the following: (A) What are the filing requirements of a recipient committee primarily formed to support the qualification of a state ballot initiative?; and (B) What campaign disclosure forms should be used to report the committee's receipts and expenditures.... Note: Those are NOT my questions at all. Also your words 'PRIMARILY FORMED' the people there conjured up. I've NEVER used those words at all .... Also, I believe that I was mislead by your office, ect.; i.e., you stated in your letter of March 11; 88 that if the measure qualifies for the ballot, the filing deadline for the first campaign disclosure statement is 35 days after the date of notification... If the measure fails to qualify...the first...statement must be filed not later than 35 days after the deadline for filing petition, or 35 days after the date of notification that the measure has filed to qualify, whichever date is earlier.... Now you advise mein your letter of April 22, 1988, that the campaign disclosure statements are due on July 31 and January 31. Note: These dates of July 31 and January 31 have no connection with the measure qualifying or not qualifying. I'm certain there's a reason why the lawyer there failed to specifically state the July 31 and January 31 dates in your March 11, '88 letter.

Re: Your Letter of April 22, 1988 Page 2 - May 2, 1988

In your letter of April 22, '88 you state my letter (of March 16, 1988) states only general questions. Therefore, you and the others consider it to be a request for informal assistance...and you and the lawyers then state informal asistance does not provide the requestor with the immunity provided by an opinion or formal written advise. Note: You people sound similar to immune court lawyer judges when they are or about to be involved in distortations of the truth and violations of the laws as written.

Now for the benefit of those few elements of the media that have not been taken over by lawyers, lawyer politicians, lawyer judges, a lawyer senate, a lawyer congress, a lawyer legislature or a lawyer staff and those that support them, I present my March 16,'88 questions which you label general, that is, not specific questions.

- 1. When is my Campaign Statement due?
- 2. When is my Independent Expenditure Report due?
- 3: When is my Pre-Election Statement due?
- 4. Are any reports, not referenced in my letter of February 6, 1988,....due?

If these questions are not specific, perhaps the lawyers there can provide part of the answer why with the legal profession's thousands of massive structures throughout the land (full of what you call law books) why is it a miracle to get any six of you to agree on a simplistic issue of law. Perhaps its not the rest of us who don't understand the English language as the lawyers have convinced the general public to believe.

Again, People For Legal Justice is NOT primarily formed and was NOT primarily formed to support or oppose a specific measure and its PRINCIPAL activity is NOT raising or spending money to support a specific measure. It was NOT formed for a specific election. As stated in my letter of March 16, 1988 and in this letter, I shall not commit perjury (lie, etc.) and say that it was. I shall not amend, as you instruct, the original Statement of Organization I completed and certify under penalty of perjury that People For Legal Justice was formed by me or others to support a specific initiative. Note: I direct all readers to my letter of March 16, 1988 (copy enclosed for those readers). The lawyers in Sacramento threatening me unless I commit perjury is not appreciated.

In the meantime, I'm compleating FORM 420 (Recipient Committee Campaign Statement) regardless of the fact you advised me in your April 22, 1988 that its not due until July 31, 1988. However, perhaps when you stated semi-annual statements are due July 31, 1983 and January 31, you were not referring to the Recipient Committee Campaign Statement. If

Re: Your Letter of April 22, 1988 Page 3 - May 2, 1988

WITH

this is the situation, please provide me what you label the semi-annual statements and I will be pleased to complete those as well...if this can be done without committing perjury and involving myself in lies.

Sincerely,

James R. Schwander

People For Legal Justice

JRS:pt

CC: Diane M. Griffiths, California Fair Political Practices Commission Lawyer The Media File



# California Fair Political Practices Commission

March 11, 1988

Mr. James R. Schwander Treasurer, People for Legal Justice P.O. Box 3386 Walnut Creek, CA 94598

> Re: Your Request for Advice Our File No. A-88-069

Dear Mr. Schwander:

You have requested advice under the campaign disclosure provisions of the Political Reform Act.1/

#### QUESTIONS

- (1) What are the filing requirements of a recipient committee primarily formed to support the qualification of a state ballot initiative?
- (2) What campaign disclosure forms should be used to report the committee's receipts and expenditures relative to the qualification effort?

#### CONCLUSIONS

(1) If the measure qualifies for the ballot, the filing deadline for the first campaign disclosure statement is 35 days after the date of notification that the measure has qualified, or 15 days prior to the deadline for submission of the ballot argument in favor of the measure, whichever date is earlier. If the measure fails to qualify for the ballot, the first disclosure statement must be filed not later than 35 days after the deadline for filing petitions, or 35 days after the date of notification that the measure has failed to qualify, whichever date is earlier.

<sup>1/</sup>Government Code Sections 81000-91015. All statutory references are to the Government Code unless otherwise indicated. Commission regulations appear at 2 California Code of Regulations Section 18000, et seq. All references to regulations are to Title 2, Division 6 of the California Code of Regulations.

Page Two Mr. Schwander March 11, 1988

(2) Recipient committees which receive contributions which must be itemized (cumulative contributions of \$100 or more from a single source) file on a Form 420, Recipient Committee Campaign Statement-Long Form. Committees which have not received itemizable contributions may use the Form 450, Recipient Committee Campaign Statement-Short Form. (See page 50 of the enclosed "Information Manual on Campaign Disclosure Provisions of the Political Reform Act.") (Form 420 and Form 450 are enclosed.)

#### **FACTS**

In our telephone conversation of March 2, 1988, you indicated that People for Legal Justice is an organization which was formed to research, expose and speak out against laws violating court judges and dishonest lawyers. In so doing, People for Legal Justice will distribute newsletters on legal tyranny involving judges and lawyers. In addition, People for Legal Justice is supporting the qualification of a state initiative measure and is not making expenditures to support or oppose candidates or any other issue.

#### ANALYSIS

A "primarily formed committee" is defined as a committee which qualifies pursuant to subdivision (a) of Section 82013 and which is formed or exists primarily to support or oppose a single candidate or a single measure, or a group of specific candidates being voted upon in the same city or county election. (Section 82047.5.)

The Statement of Organization, Form 410, filed by People for Legal Justice indicates in Part VI that the committee is not primarily formed to support a specific candidate or measure. I advised you that the Statement of Organization must be amended to reflect the fact that the committee is primarily formed to support the qualification of a state measure and Part V of the Statement of Organization must be completed. Because People for Legal Justice is a primarily formed committee, Part VI of the Statement of Organization does not apply. You also indicated during our telephone conversation that you are the proponent of the initiative. As a state measure proponent, you correctly completed Part II of the Statement of Organization, indicating that People for Legal Justice is a controlled committee. (Section 82016.)

As a primarily formed committee to support the qualification of a state initiative, disclosure statements are filed pursuant to Section 84200.5(f) as outlined above. (See Conclusion (1).) (Also see page 24 of the enclosed

Page Three Mr. Schwander March 11, 1988

"Information Manual on Campaign Disclosure Provisions of the Political Reform Act.") People for Legal Justice must disclose all receipts and expenditures in connection with the qualification effort. Receipts and expenditures for purposes other than political purposes are not required to be reported. (Regulation 18225, copy enclosed.)

If you have additional questions concerning this letter, please contact me at 916/322-5662.

Sincerely,

Diane M. Griffiths General Counsel

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Political Reform Consultant

Enclosures



## PEOPLE FOR LEGAL JUSTICE



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P.O. BOX 3386 • WALNUT CREEK, CALIFORNIA 94598 • (415) 933-PLAN

February 6, 1988

State of California
Fair Political Practices Commission
P.O. Box 807
Sacramento, Ca. 95804

Re: The "People For Legal Justice Legal Profession Accountability Initiative Measure"

To Who It May Concern:

Recently I became aware that a STATEMENT OF ORGANIZATION is required. Enclosed is the completed form (statement).

For the record, I'm having difficulty in understanding the Information Manual On Campaign Disclosure Provisions Of The Political Reform Act. To be specific, based upon the enclosed Statement of Organization and my understanding of the Information Manual On Campaign Disclosure Statements Of The Political Reform Act, the next reports due are the Campaign Statement(?), Independent Expenditure Report and Pre-Election Statement and are due as follows:

Campaign Statement ... July 31, 1988

Independent Expenditure Report ... July 31, 1988

Pre-Election Statement ... March 22, 1988

If my understanding is not correct respecting the reports and dates, please advise. If any report not referenced above (or referenced above) is due at this time, please advise and provide me with the necessary form.

On or about December 18, 1987 contributions of over the minimum but less than \$5,000, as specified in your preamble attached to Form 410, Statement of Organization (Recipient Committee), were received. Further, on or about August/September 1987 expenditures totalled approximately \$1,000.

Re: The "People For Legal Justice Legal Profession Accountability Initiative Measure"

Page 2 - February 6, 1988

In conclusion, I believe that I don't meet any of the requirements specified on the 1988 Form 420 Preamble. If this is accurate, what -if any- form should I use and when?

Thank you for your assistance in this matter.

Sincerely,

James R. Schwander

People For Legal Justice

JRS:pt

cc: Attorney General

Secretary of State/Political Reform Division

cc: Form 410 (only)

·Political Reform Division/Secretary of State

· Registrar-Recorder of Los Angeles County, Campaign Reporting Unit

· Registrar of Voters, City and County of San Francisco Campaign Statements

. Registrar of Voters of Contra Costa County



FILE AN ORIGINAL AND ONE COPY OF THIS FORM WITH:

Secretary of State Political Reform Division P.O. Box 1467 Sacramento, CA. 95812-1467 AND, IF APPLICABLE, FILE ONE COPY OF THIS FORM WITH: -

The city or county filing officer, if any, with whom the committee must file its original campaign disclosure statements

PP

STATEMENT OF ORGANIZATION (RECIPIENT COMMITTEE) 8 50 AM 188 (Government Code Section 84101-84103) IF AMENDMENT ENTER I.D. NUMBER (Type or Print in Ink) FULL NAME OF COMMITTEE: PEOPLE FOR LEGAL JUSTICE STAIL ZIP CODE COUNTY: STREET ADDRESS OF COMMITTEE: NO AND STREET CHY (NOIPO BOX) 2320 WESTCLIFFE LN., #17, 94598 CONTRA COSTA WALNUT CREEK. CA. MAILING ADDRESS (IF DIFFERENT): NO AND STREET (OR PO BOX) CITYMIATE ZIP COOE 94598 WALNUT CREEK, CA. P.O. BOX 3386 DATE QUALIFIED AS COMMITTEE (MO, DAY, YH.): PHONE NUMBER OFFICIAL USE ONLY AHEA COUL A OFFICIAL USE ONLY 935-8326 DEC. 18, 1987 (415) TREASURER AND OTHER PRINCIPAL OFFICERS BUSINESS PHONE NO (AREA **POSITION** NAME AND ADDRESS AND MAILING ADDRESS, IF DIFFERENT TREASURER JAMES R. SCHWANDER, 2320 WESTCLIFFE LN., WALNUT CREEK (415) 933-7526 Attach additional information on appropriately labeled continuation sheets. IS THIS A CONTROLLED COMMITTEE? (A controlled committee is one which is controlled directly or indirectly by a candidate or a proponent of a state ballot measure or which acts jointly with a candidate, controlled committee or proponent of a state ballot measure in connection with the making of expenditures. A candidate or proponent of a state ballot measure controls a committee if he or she, his or her agent, or any other committee he or she controls, has a significant influence on the actions or decisions of the committee.) YES (Complete the following and proceed to Part III) NO NAME OF CONTROLLING CANDIDATE, NAME OF THE ELECTIVE OFFICE SOUGHT OR HELD AND DISTRICT NUMBER, IF ANY IF THIS COMMITTEE IS CONTROLLED BY MORE THAN ONE CANDIDATE, THE NAME OF EACH CONTROLLING CANDIDATE MUST BE LISTED. IF THIS COMMITTEE IS CONTROLLED BY A STATE MEASURE PROPONENT, NAME OF THE STATE MEASURE PROPONENT MUST BE LISTED JAMES R. SCHWANDER Attach additional information on appropriately labeled continuation sheets. III IS THIS COMMITTEE ACTING JOINTLY WITH OTHER COMMITTEES? YES (Complete the following and proceed to Part V) NO NAMES OF COMMITTEES WITH WHICH THIS COMMITTEE ACTS JOINTLY. ALSO PROVIDE THE COMMITTEE'S IDENTIFICATION NUMBERS OR THE TREASURERS' NAMES AND PERMANENT STREET ADDRESSES

YOU MUST COMPLETE THE VERIFICATION ON PAGE 2

Attach additional information on appropriately labeled continuation sheets

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| ☐ Agriculture ☐ Education ☐ Entertainment/Recreation ☐ Finance/Insurance ☐ Health                             |   |  |  |  |  |
| ☐ Industrial/Manufacturing ☐ Labor ☐ Legal ☐ Merchandise/Retail ☐ Oil/Gas ☐ Public Employees                  |   |  |  |  |  |
| ☐ Real Estate ☐ Trade ☐ Transportation ☐ Utilities ☐ Other:   |   |  |  |  |  |
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| certify under penalty of perjury under th   | e laws of the State of Ca                           | alifornia that the foregoing is true and correct.  |  |  |  |
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| executed on <u>2/5/88</u> at Walnut   | Cach la by  | Signature of Francisco Controlling Candidate, Officeholder or State Measure Proponent                              |  |  |  |



### PEOPLE FOR LEGAL JUSTICE



P.O. BOX 3386 • WALNUT CREEK, CALIFORNIA 94598 • (415) 933-PLAN

February 6, 1988

State of California Fair Political Practices Commission P.O. Box 807 Sacramento, Ca. 95804

Re: The "People For Legal Justice Legal Profession Accountability Initiative Measure"

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Sincerely,

James R. Schwander

People For Legal Justice

James P. Schwander

JRS:pt

cc: Attorney General

Secretary of State/Political Reform Division

cc: Form 410 (only)

· Political Reform Division/Secretary of State

· Registrar-Recorder of Los Angeles County, Campaign Reporting Unit

· Registrar of Voters, City and County of San Francisco Campaign Statements

. Registrar of Voters of Contra Costa County



FILE AN ORIGINAL AND ONE COPY OF THIS FORM WITH:

Secretary of State Political Reform Division P O Box 1467 Sacramento, CA 95812-1467 AND, IF APPLICABLE, FILE ONE COPY OF THIS FORM WITH:

The city or county filing officer, if any, with whom the committee must file its original campaign disclosure statements

PP

#### STATEMENT OF ORGANIZATION (RECIPIENT COMMITTEE)

(Government Code Section 84101-84103) IF AMENDMENT ENTER I.D. NUMBER (Type or Print in Ink) FULL NAME OF COMMITTEE: PEOPLE FOR LEGAL JUSTICE STREET ADDRESS OF COMMITTEE: ZIP CODE COUNTY CITY NO AND STREET (NOT P.O. BOX) 2320 WESTCLIFFE LN., #17, 94598 CONTRA COSTA WALNUT CREEK. MAILING ADDRESS (IF DIFFERENT): NO AND STREET (OR P O. BOX) ZIP COOE CITY/STATE 94598 P.O. BOX 3386 WALNUT CREEK. CA. DATE QUALIFIED AS COMMITTEE (MO, DAY, YR.): AREA COLLE PHONE NUMBER OFFICIAL USE ONLY OFFICIAL USE ONLY (415) 935-8326 DEC. 18, 1987 I TREASURER AND OTHER PRINCIPAL OFFICERS BUSINESS (AREA **POSITION** NAME AND ADDRESS AND MAILING ADDRESS, IF DIFFERENT PHONE NO #17 **TREASURER** JAMES R. SCHWANDER, 2320 WESTCLIFFE LN., WALNUT CREEK (415) 933-752 Attach additional information on appropriately labeled continuation sheets. II IS THIS A CONTROLLED COMMITTEE? (A controlled committee is one which is controlled directly or indirectly by a candidate or a proponent of a state ballot measure or which acts jointly with a candidate, controlled committee or proponent of a state ballot measure in connection with the making of expenditures. A candidate or proponent of a state ballot measure controls a committee if he or she, his or her agent, or any other committee he or she controls, has a significant influence on the actions or decisions of the committee.) YES (Complete the following and proceed to Part III) NO NAME OF CONTROLLING CANDIDATE, NAME OF THE ELECTIVE OFFICE SOUGHT OR HELD AND DISTRICT NUMBER, IF ANY. IF THIS COMMITTEE IS CONTROLLED BY MORE THAN ONE CANDIDATE, THE NAME OF EACH CONTROLLING CANDIDATE MUST BE LISTED. IF THIS COMMITTEE IS CONTROLLED BY A STATE MEASURE PROPONENT, NAME OF THE STATE MEASURE PROPONENT MUST BE LISTED JAMES R. SCHWANDER Attach additional information on appropriately labeled continuation sheets. III IS THIS COMMITTEE ACTING JOINTLY WITH OTHER COMMITTEES? YES (Complete the following and proceed to Part V) NO NAMES OF COMMITTEES WITH WHICH THIS COMMITTEE ACTS JOINTLY. ALSO PROVIDE THE COMMITTEE'S IDENTIFICATION NUMBERS OR THE TREASURERS' NAMES AND PERMANENT STREET ADDRESSES

YOU MUST COMPLETE THE VERIFICATION ON PAGE 2

Attach additional information on appropriately labeled continuation sheets.

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| l have used all reasonable diligence<br>knowledge the information containe           |  |                            | I have reviewed the Statement and to the best of my  |
| I certify under penalty of perjury und   | er the laws of the S                   | State of Calif             | fornia that the foregoing is true and correct.   |
| Executed on 2/5/88 at WALL (Date)  | NUT CREEK, CA. (City and State)        | _by                        | MOLEN (Signature of Treasurer)   |
| Executed on 6/5/88 at 1/4/1/   | (City and State)                       | by (Signature              | e of Controlling Candidate, Officeholder or State Measure Proponent)   |
|  |  | in a                       |  |

February 10, 1988

James R. Schwander People for Legal Justice P.O. Box 3386 Walnut Creek, CA 94598

Re: 88-069

Dear Mr. Schwander:

Your letter requesting advice under the Political Reform Act was received on February 9, 1988 by the Fair Political Practices Commission. If you have any questions about your advice request, you may contact me directly at (916) 322-5662.

We try to answer all advice requests promptly. Therefore, unless your request poses particularly complex legal questions, or more information is needed, you should expect a response within 21 working days if your request seeks formal written advice. If more information is needed, the person assigned to prepare a response to your request will contact you shortly to advise you as to the information needed. If your request is for informal assistance, we will answer it as quickly as we can. (See Commission Regulation 18329 (2 Cal. Adm. Code Sec. 18329).)

You also should be aware that your letter and our response are public records which may be disclosed to the public upon receipt of a proper request for disclosure.

Very truly yours,

Janne Pritchard by act

Chief

Technical Assistance and Analysis
Division

JP:plh